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ABSTRACT

This condensed report first discusses the problems facing educators in Newfoundland and Labrador and proposes a reorganization of the provincial education system. It then outlines the role of the new divisions and the branches of divisions recommended in the plan for the reorganization of the Department of Education. The report concludes with a description of the services that should be developed were the proposals to be carried out, stressing that the fundamental requirement throughout the system is the acceptance of change. (Author/JF)

PROVINCE OF NEWFOUNDLAND AND-LABRADOR

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REPORT OF THE ROYAL COMMISSION ON

education and youth

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NEWFOUNDLAND AND LABRADOR

REPORT OF THE ROYAL COMMISSION ON EDUCATION AND YOUTH

Summary by Mrs. Isabel Wilson,
Canadian Association for Adult Education

Published and Distributed by the Newfoundland Division,
Canadian Association for Adult Education

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FOREWORD

The publication of this document represents the first project undertaken by the Newfoundland Division of the Canadian Association for Adult Education. It has been carried out in the conviction that the Report of the Royal Commission on Education and Youth is a document whose recommendations may deeply affect the lives of all Newfoundlanders. The Newfoundland Division of the CAAE is convinced, too, that the publication of a summary of that Report is of importance not only to educators and administrators, to teachers-in-training, and to educational policy makers, but to many citizens whose concern with education is primarily a personal one.

Publication of this document has been tremendously facilitated by the generous co-operation of the main office of the Canadian Association for Adult Education in Toronto. The Newfoundland Division of the CAAE is new, and the sort of assistance and encouragement given to the Division by the main office augurs well for future relationships between them. A very special debt is acknowledged to Mrs. Isabel Wilson, who undertook the monumental task of condensing to present size the volumes of what has become popularly known as The Warren Report. Mrs. Wilson has been a capable and dedicated worker in the cause of adult education in Canada for a number of years. As a permanent member of the staff of the CAAE she has frequently been called upon in the past to undertake similar responsibilities related to other Royal Commissions and other agencies. We are grateful for her superb effort on our behalf, made so freely and graciously.

Finally, we would be remiss if we did not acknowledge the care and speed with which Dr. P. J. Warren, Chairman of the Royal Commission on Education and Youth, scrutinized the Wilson condensation, making this publication available as soon as possible.

Donald Snowden, President
Newfoundland Division
Canadian Association for Adult Education

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VOLUME 1

SUMMARY

Report of the Royal Commission on Education and Youth

SUMMARY

The recommendations of the Royal Commission on Education and Youth spring from two basic convictions:

- (1) that education is of greater importance today, both to the community as a whole and to the individual, than ever before in history;
- (2) that the present standards of education in large parts of Newfoundland are completely inadequate to meet today's needs.

Why is Education So Important?

Education is of paramount importance today because technological advance is demanding new knowledge and new skills. Employment in the old out-door jobs, such as fishing, hunting, trapping, logging and agriculture, and in all unskilled occupations, has decreased markedly. The need in our changed society is, on the one hand, for professional, managerial and clerical staff, and on the other, for trained workers in manufacturing, the mechanical trades, transportation and the service industries. It is clear that the less able, or poorly trained worker faces chronic under-employment or complete unemployment.

A rise in the educational standards of the working force means technological progress and economic growth for the community at large and a higher earning capacity for the individual worker.

The vast increase in knowledge and the development of new ideas about the nature of learning face the educational system with a whole new set of problems concerning its goals and the means of reaching them.

The rapidity of change in our society has disturbed traditional concepts of right and wrong and of the basic goals of life and has increased the importance of the school in helping students cultivate a system of moral and spiritual values.

High birthrates in recent years have produced an increase in the relative number of children and young people in the population. Newfoundland has the highest percentage in Canada of people 14 years of age and under and the lowest percentage

from 15 to 64. This means fewer income earners and taxpayers and more children to educate.

Some Documentation

The Commission produces a large volume of evidence to support its claim that what is needed in Newfoundland is "a complete revision of our ideas in every phase of education, its goals, its content, organization, administration and financing". Very little of this complicated data can be reproduced here. A few facts must serve to indicate the nature of the Commission's findings.

Drop-out rate:

The drop-out rate in Newfoundland is extremely high. With the exception of some schools in Quebec, the province has the poorest record for retention of pupils in Canada. Only 43% of the boys, and 40% of the girls in Grade II in the class of 1952-53 ever reached Grade XI. Only 60.2% of those who entered Grade XI succeeded in passing it. This means that only about 25% of the total group of students in Grade II in 1952-53 successfully completed Grade XI nine years later.

The major reason for the disturbingly high drop-out rate is seen to be a narrow curriculum which either does not interest the student or is too difficult for him. Failure brings repetition of grades. The student becomes over-age for his grade and is soon too bored, discouraged, or both, to go further. The limited facilities in many schools and the relatively untrained teachers compound the undesirable effects of their limited program.

The Report underlines the fact that the situation is very much worse in the smaller, rural schools.

Pupil Achievement

The Commission initiated a study of pupil achievement in Grade VIII and Grade XI, using recognized American testing methods.

The level of achievement for Grade VIII was found to be closely associated with the size of school. Small schools in remote areas are far below the achievement expected in test norms. The effects of size and location are seen in the fact that

results are better in large elementary schools outside St. John's than in central high schools of comparable size outside the city. The reasons are seen to be because larger elementary schools are in less remote areas, the qualifications of teachers of Grade VIII are higher in large elementary schools than in central high schools, and pupils in central high schools are less well grounded because they have attended small elementary schools before reaching grade VII.

Language skills and arithmetic problem solving were the two lowest subject areas in tests for Grade VIII.

Tests for Grade XI were fairly satisfactory. But this was considered to be at least partly due to the high failure rates in Grade IX and X. Only slightly more than 40% of students reach Grade XI and these are usually from larger communities. Grade XI, therefore, is a highly selected portion of the student body.

The level of achievement in St. John's was much higher than that in other parts of the province. This result is attributed to a higher proportion of well-qualified and specialist teachers in the city, to greater urban opportunity and to a greater desire for academic attainment.

Other tests:

Department of Education studies of the high failure rate in Grade IX reveal that 56% of pupils fell below the reading level to be expected for that grade. Nearly 27% had a reading level below Grade VII. In mathematics, 2/3 of the sample was up to standard.

Tests used in rural Ontario schools were employed in testing Grade IV reading. Four out of every five Newfoundland students fell below the Ontario standard for the corresponding grade. By the time they reached Grade VII, more than half the students were 8 months behind rural Ontario standards in vocabulary and 9 months in comprehension.

A high school testing project carried out by the Central Advisory Committee for Education in the Atlantic Provinces showed Newfoundland students scoring as high or higher in ability than students in other parts of the region, but considerably lower in achievement.

In all these tests, pupils in small schools in rural or remote areas of the province made much lower scores than those in larger schools in populated centres.

Public examinations:

In general, results are poor. Nearly half the candidates for Grade IX fail each year. Though better, the failure rates in Grade X and XI are still high. Again, size of school is a governing factor. Regional and central high schools show a much better average than all-grade schools with fewer than 9 classrooms. In one or two-room schools, 32% pass Grade IX, 47% pass Grade X, and 42% pass Grade XI.

Equality a Myth

The Commission contends that equality of educational opportunity in Newfoundland is a myth. Student attainment in small, rural schools is far below accepted standards. In the smaller, all-grade schools, levels range from one to three years below those expected. Pupils in central high schools show a better record, but are still three months to one year below test norms.

More and better-qualified teachers, bigger and better-equipped schools and broader curriculums will be needed in any attempt to cope with the high drop-out rate or to solve other problems.

The Commission believes that the division of authority and responsibility in the Department of Education, and the large number of small schools and small school boards militate against a concerted effort to attack the difficulties. Major changes are needed.

Criticisms of the Department of Education

Much of the Commission's criticism of the operations of the Department of Education centres around the role of the Council of Education. This body consists of the Minister, his Deputy, the five Denominational Superintendents – Roman Catholic, Anglican, United Church, Salvation Army and Pentecostal Assemblies – and the Superintendent of the Amalgamated School Service. It administers the denominational school

services and has "the authority for all educational policy dealing with school boards, schools and teachers under the Education Act".

The Commissioners see the Council as the chief obstacle to educational change. The principle of majority rule is not followed and each superintendent has the right of veto. Decisions reached by unanimous consent are often weak decisions. Frequently there is no decision at all. The threat of veto inhibits innovation and leadership. There may be inordinate delay even in attacking a problem, since the Superintendents in Council must consult their five separate denominational committees, and members are in widely scattered parts of the province. It would appear that decisions are often made more to safeguard denominational interests than to promote sound educational principles. The Commissioners heard the charge that superintendents are sometimes appointed for denominational loyalty rather than for professional competence.

The Deputy Minister represents the government in the Council. He has overall responsibility for the administration of the Department of Education, but no direct contact with school boards or teachers. The superintendents are responsible to their churches for policy-making and to the government for the administration of schools in their own denominations. If the Deputy's counsel is not accepted, he can only advise the Minister to withhold approval of Council decisions. There are no clearly established lines of authority. The five denominational superintendents operate on a virtually independent basis.

The Commission believes that there is a serious shortage of highly specialized personnel within the Department. There are no subject area supervisors, no co-ordinator of psychological services, no director of physical education, no supervisor of research, no guidance director, no division of special services, and only one senior curriculum official.

Almost all major submissions to the Commission called for change. Roman Catholics wanted to eliminate the structural weaknesses in the Department but to safeguard the constitutionally guaranteed denominational rights. Most of the other churches advocated a major change from denominational control.

Proposals for Reorganization

The Commission recommends that the Department of Education be organized along functional rather than denominational lines. It proposes that the Council of Education be abolished and replaced with a system of advisory bodies. The claim is made that this would not constitute a major infringement of denominational rights since the Council itself is actually in an advisory capacity to the Minister. Through the system of advisory bodies, the churches would continue to exert a strong influence on policy-making at the Departmental level. Adequate provision for religious education would be assured by assigning legal control of religious programs to denominational committees and local school committees. No church would be officially represented in the Department of Education, but any church could operate schools locally, or work with other churches in operating them, provided they met minimum standards. In the present organization of the Council, the views of those favouring interdenominational schools are not formally represented when policy is being worked out.

The Commission sets up some guidelines for a reorganized Department. There should be:

- . clearly defined lines of authority and responsibility;
- . co-ordination of various levels of instruction and educational institutions in the province;
- . greater emphasis on the role of leadership;
- . long-range educational planning and research;
- . necessary specialized services to local school units to stimulate them to go beyond minimum requirements;
- . an effort to attract and retain highly competent personnel;
- . a regulatory function to ensure a minimum program;
- . an effort to free top-level people from much administrative detail;
- . advisory committees drawn from appropriate organizations and groups.

Departmental Divisions

The Commission recommends the setting up of four main divisions: 1) instruction; 2) administration; 3) further education; 4) special services.

Instruction: curriculum development, supervision, examinations, student aid, teaching materials, certification of teachers, teacher recruitment. The curriculum branch must be expanded with the addition of personnel of a high degree of professional knowledge and experience. There must also be development and expansion of the supervision branch.

Administration: assistance to boards in organizational, legal and financial problems, and assistance in the planning and construction of schools.

Further education: branches for technical education, trade training and adult education.

Special services: assistance to institutions and other recognized bodies concerned with problems of exceptional children and consultant role in the education of those mentally retarded and physically handicapped. Guidance service. School library.

The overall recommendation is that a competent, professionally trained and devoted personnel be built up in the Department. Staff should be chosen and paid according to ability, training and experience. Senior administrative posts must be made attractive to the most able people, then they must be given sufficient scope to exercise their abilities.

Role of the Churches

The churches should be concerned chiefly in developing and implementing programs of religious education, and making recommendations to the Curriculum Branch concerning proposed courses. At the provincial level they should serve in an advisory capacity. Any control should be exercised at the school district or school level. It is suggested that each denomination establish a committee of its own with a full-time executive officer.

School Districts and School Boards

The province is divided into educational districts for each of the "recognized" denominations. There are eight sets of dis-

tricts: Roman Catholic, United Church, Presbyterians, Congregational, Salvation Army, Seventh Day Adventists and Pentecostal Assemblies. The districts for the Presbyterians and Congregationalists are inoperative, which leaves six sets of operative districts.

The Commission has assembled detailed information on the multiplicity of school districts and school boards in the province. In 1965-66, out of a total of 270 school boards, only 22 served 1,000 or more pupils. Forty boards served fewer than 100 pupils, and 200 boards, about 74% of the total, fewer than 500. The Commission attributes the situation to: sparse population, denominational differences, community rivalries, and lack of adequate transportation.

Small school boards cannot supply the services needed for modern education. They do not employ a director of education to advise the board and give leadership to the teaching staff. They are unable to attract and hold quality teachers and principals. Special services, such as library, guidance, health, audio-visual, auxiliary classes, and special subjects, such as music, physical education and home economics, cannot be provided.

Almost all significant briefs recommended school board consolidation. Larger school districts are seen as essential. The Commission makes no hard and fast judgment as to size. Experts have suggested that an ideal school district might serve approximately 10,000 students, though one of 5,000 could be reasonably effective. The Commissioners believe there must be a minimum of 1,500 pupils in districts in the relatively remote parts of the province. No district composed of elementary and secondary schools should serve less than 2,000 pupils.

Reorganization

The Commission believes that it is possible to devise a scheme of consolidation which will result only in minor infringements of the denominational rights guaranteed under the Terms of Union. Some areas are settled chiefly by people of the same denomination, and in such regions consolidation should cause little trouble. In areas of relatively dense population, districts of sufficient size might be organized within the denominational framework. But the Commission believes there should be one overall interdenominational board in areas where there

is a large mixture of denominations. Infringement could be minimized by establishing an administrative body at a lower level than the consolidated board. Such a body would have responsibility over single denominational schools, or groups of schools, in purely denominational aspects of education.

Consolidation of school districts across denominational lines appears to be the only way to provide schools with the strong administration and special services urgently needed. Small school districts are the greatest single handicap to educational progress and efficiency. Compromises must be reached with the denominations if excessive fragmentation is to be reduced and further fragmentation avoided.

The Commission recommends that the province be divided into approximately 35 consolidated school districts, and that the provincial government appoint a school district boundaries commission to establish the boundaries. There are many detailed recommendations for the organization and operation of the consolidated districts.

School Size

The Commission believes that the consolidation of the schools themselves is absolutely essential to the creation of an adequate educational system in the province. The situation has been improving since 1954, but there is still a multiplicity of ill-equipped, badly taught and badly functioning schools. In 1964-65, of 1,266 schools, 845 or 67% had fewer than four classrooms. Only 99 schools, including regional and central high schools, and all-grade schools, had 10 classrooms or more.

The small schools suffer from many disabilities: heavy teacher load, lack of oversight of pupils' work, only one program of study, no special subjects, sub-standard health conditions, no adequate library, lack of laboratory equipment, lack of sports equipment.

Hundreds of teachers in smaller schools have less than one year's training after Grade XI. In 1964, only 47.1% of teachers in three-room schools were certificated, while the figure for nine-room schools was 84.1%. Percentages of certification were in the upper 90's in central and regional high schools.

The Commission has provided detail of the duplication caused by the denominational structure: 68% of pupils attend

school in communities where two or more denominations operate schools for all or some grades; there are 107 one-room schools in settlements having another school of a different denomination. There are many communities with three, four, or five different denominational schools.

The Commission concludes that two or more schools in small communities is a condition that should no longer be tolerated. Government should resist pressure to continue the system.

The Commissioners attempt to set up some guidelines to govern the size of schools. No elementary school should be built, or continued, unless it has an enrolment sufficient for a teacher per grade. Schools of fewer than eight classrooms should not be retained if consolidation of denominational schools within a community could provide a school of eight classrooms. A six-year elementary school of 12 or 18 rooms is preferable, but it is conceded that this is impossible in some areas. Five-year high schools should have 500 students; a three-year high school, at least 300. But it is stressed that a much larger enrolment is necessary to provide diversity of curriculum and services.

The same principle of consolidation should apply for schools as for school districts. Where practically all students are of one religious denomination, or where there are sufficient pupils of each denomination or various combination of denominations, to provide the size of school required, the request for denominational schools should be met. But if church schools mean excessive fragmentation, common schools, with provision for religious education, should be provided.

The Report recognizes the problem of the transportation of children. It agrees it is a case of balance between the disadvantages of bus travel and the advantages of the larger school. A survey has shown that the present total of 965 elementary schools could be reduced to 401 through consolidation. If this were done, 17% of children would require transportation, but very few of them for more than 10 miles. A total of 40 one-room, 46 two-room and 116 three-to-five-room schools would have to be retained in isolated areas.

To continue to provide education in the small schools of the province is to promote educational inequality. The denominational structure is the main reason for the multiplicity of

deplorably small schools in Newfoundland. Many people are disturbed at the inefficiency and ineffectiveness of the schools, particularly at the secondary level. The Commission believes that all religious denominations are ready to collaborate to provide educational opportunities.

Teacher Supply

Teachers are divided into three broad classifications: Emergency Supply, Licensed Teachers and Certificated Teachers. Emergency teachers in most cases have no professional training, licensed teachers less than one year, and the minimum qualification for a teaching certificate is one year's training beyond junior matriculation.

The record for teacher training has been improving. In 1966, 69% of teachers were certificated, compared with 44% ten years earlier. But the overall percentage gives no picture of the situation in rural parts of the province. In one area, only 29.1% are certificated, and in 13 districts less than one-half the teachers are qualified. There are only 142 specialist teachers in all schools in the province, and more than half of these are in St. John's.

Newfoundland is the only province where teachers now entering the profession can obtain a permanent certificate with less than two years' study beyond junior matriculation. If two years beyond senior matriculation were required — a short-term goal in sight in some provinces — in 1964-65 only 18.8% of Newfoundland teachers would have qualified. The percentage of teachers with a university degree or higher was 13.4 in the same year. These figures are much lower than the Canadian average. Newfoundland has a long way to go to meet standards set by the Canadian Education Association.

Newfoundland also has the lowest rate for the retention of teachers in Canada.

The Commission is convinced that the length of training period for certification should be increased. A profession with high standards tends to attract and hold people. Retention is related to the amount of pre-service preparation. A small qualification requirement means a small stake in the occupation, but

people do not want to waste training. Higher standards would be particularly effective in attracting and retaining men teachers.

A major cause of the shortage of teachers is the small number of students completing high school. It may be that the requirements for matriculation are too rigid. It may be possible that all the same subjects may not be needed for admission to Education courses as to other faculties. It is, of course, hoped that recommendations throughout the Report would increase the number of matriculants.

Teachers' salaries also contribute to teacher shortage. In 1964-65, the average salary of all teachers was \$3.063. This is less than the Canadian average, but the differences in maximum of range for grades is much greater than the minimum. Salaries must be increased in proportion to the increased level of preparation. Amounts, especially at the top, must be substantially increased. The legitimate demands of senior teachers must be satisfied. The time required to move up the scale should be shorter.

No specific recommendations are made as to salary figures. These should compare favourably with the average in other provinces. Salaries for university graduates should be related to salaries in other professional groups with similar qualifications. The improvement of the educational system should bring increased satisfaction to the teacher. There would be more sympathetic and skilled supervision, improved working and living conditions, improved pupil-teacher ratio, better facilities and equipment.

A new committee for the recruitment of teachers is needed. It should be representative of the Faculty of Education at Memorial University, the Newfoundland Teachers' Association, the school boards, and the Department of Education. Guidance and counselling services in the schools should stress the need for teachers and present the opportunities and satisfactions of a teaching career. Qualified married women are seen as a source of teacher supply, and it is suggested that teachers should be sought from outside the province.

The Committee believes that the time has come to issue specific certificates for elementary and high school teachers. Specialized training for different grades would make it easier to fill teaching posts with people specifically trained for them.

It seems necessary to retain graded certificates, but the requirements for each should be stated in more definite terms than at present.

The allocation of teachers in the province is now based on pupil enrolment. This greatly handicaps the small multi-graded school. The program being offered at a school should be considered in estimating the teachers required. Each consolidated school board should prepare a list of staff requirements for all schools in its district by March 31 each year. The head of the Division of Instruction should give approval after investigation. This would ensure the best use of specialist teachers.

The Commission studied the social and working disadvantages of teachers in isolated regions. All teachers surveyed had 5 or more grades in their classrooms. The conclusion was that the present isolation bonus does not meet the situation. The major effort should be to improve conditions. The bonus should not be discontinued, but it should be granted on the condition that the teacher take further training. The fact should be faced that there will be a greater cost per child in isolated areas, if equality is to be the goal.

Teacher Education

The Committee approves the present system of centering teacher education at the University. This makes possible an integrated program in which teachers can do their professional and academic training concurrently. A multi-purpose institution, with strong academic faculties and a strong Education faculty is much better than a single-purpose institution.

In 1949, the University established a B.A. (Education) course for students wishing to prepare for teaching. Academic and professional courses are offered throughout the four years. On the professional side, provision was made in the first two years for special courses for those preparing as primary, elementary, or high school teachers. A special five-year program, leading to degrees of B.A., or B.Sc., or B.Ed., has been set up. This provides an opportunity for students to acquire greater depth in selected academic subjects.

A Grade I certificate is issued on successful completion of the first year of the B.A. (Ed.) course. This means that the University must include a high proportion of pedagogical and

professional studies on an academic background of Grade XI matriculation. It is impossible for the University to supply a sound base for teacher education in one year following high school graduation. If two years of B.A. (Ed.) were required for first certification, it would be possible to include for all student-teachers four academic and one Education course.

The B.A. (Ed.) degree is less satisfactory for high school teachers than for elementary. Programs for teacher education for the former must become more diversified. Art, music, drama, physical education, home economics, industrial arts should be included. These are no longer frills, but necessities. A Department of Fine Arts at the University would be of great assistance to prospective teachers and all students. Practice teaching must be more adequately provided for. If St. John's schools cannot accommodate the growing demand, other plans must be conceived.

The Commission believes that to prepare teachers adequately to meet the demands of society today four years beyond the basic education provided in the secondary school is necessary. Anything less than this is merely an expedient measure.

The Report recommends the setting up of a Board of Teacher Education, with equal representation from the University, the Department of Education and the Newfoundland Teachers' Association. This Board should keep matters relating to teacher education under constant study and review.

There should be a considerable expansion of the Faculty of Education. Departments should be created within the faculty. There should be enough staff members for some to have special involvement in graduate teaching, research, in-service, field work, writing. Seminars and institutes for credit or upgrading of already formally qualified teachers would be valuable.

The present six-week summer course for teachers is strongly condemned. It is not part of the established program for teacher education and admits uncertified, unqualified people into the classrooms in the guise of teachers. This makeshift means should be abolished as quickly as possible. The University should be the sole administrator of teacher education summer or winter.

School Curriculum

The Commission's basic criticism of the school curriculum is that it is text-book centred and lays far too great stress on the memorization of facts. Students should gain an understanding of ideas and principles which would lead to critical analysis and judgment. It is necessary to know the structure of a subject so that the facts may become meaningful.

Universal education to at least the end of high school should be provided. This means a curriculum capable of developing the potentialities and aptitudes of all students. Diversification is essential. College-bound students are not the only concern. A restricted academic program is woefully inadequate today. The Commission studied programs in Ontario and British Columbia where different "streams" of education are provided.

The Commissioners made detailed recommendations for the basic subjects in the elementary school curriculum: language arts, mathematics, social studies, science, foreign languages, health and physical education, fine arts. They place the stress throughout on comprehension of the fundamental ideas involved in the subject matter, on oral expression, on ability to reason, on the encouragement of curiosity, originality, respect for truth, on problem-solving, observation and experimentation. Teachers need more understanding of modern teaching methods, more access to technological aids and a better grasp of new knowledge and new approaches in the subject fields.

The high school curriculum should be more flexible to meet the diverse needs and abilities of students, but a water-tight "two stream" system is not advocated. Promotion should be by courses rather than by grades. All subjects should have a first, second and third year level. Basic subjects taken by all students – English language, English literature, history, science, mathematics – should be carried on at an A (Advanced) level and O (Ordinary) level. The A-level courses should approximate the present matriculation course or be of a slightly higher standard, while the O-level courses should cater to students not capable of the advanced work or who did not require matriculation credit. There should be provision for interchange between A and O as a result of student achievement. The remainder of the curriculum should be divided between restricted and open subjects. Restricted subjects should demand

previous performance or evidence of ability on the part of the student. Open options should include general science, home economics, music, art, and industrial arts.

In the basic subjects and the restricted options, students should be in classes composed of their academic peers. But there should be some subjects in which students of all levels would join.

A terminal course leading directly to employment at the end of Grade X or XI is needed. This should offer the widest possible general education as well as some vocational training. High schools with limited vocational facilities should be constructed in centres of population where there is no vocational school.

It is clear that the program outlined by the Commission could be carried on only in large high schools. The emphasis on science laboratories, language laboratories, wide choice of text books, improved library facilities, argues extensive consolidation of school districts and schools. The recommendations would entail the expansion and reorganization of the Curriculum Branch of the Department of Education. Subject committees have already been formed to undertake major revisions, and it is urged that full-time subject area consultants be appointed to work with these committees. When the work is done, the Department should employ a small number of outstanding educators to study details of the courses.

Religious Education

It is agreed that religious education should be given along denominational lines. Each denomination should set up a committee composed of professional educators and clergy to determine the aims of the courses and to keep the curriculum content under review. A syllabus to satisfy a number of denominations would be desirable, if it is possible. It is not necessary to endanger the education of large numbers of children in order to provide instruction in religion. Children can be segregated for religious training and intermingled for the remaining classes. Fragmentation on the basis of denominations must be avoided. With proper safeguards written into law, denominations should not hesitate to co-operate.

Co-curricular Activities

Student activities outside regular classes have been neglected in many Newfoundland schools. Many students must leave immediately after closing to perform home duties. Facilities are not adequate, or do not exist, and teachers have little training in helping to organize recreational and cultural programs. But such activities are important in the development of the student. They should be sponsored by competent and sympathetic teachers, student-planned and directed.

Sex Education

The work of the school should supplement that of the home and the church. The school should provide the necessary biological knowledge through properly qualified teachers. A committee should be appointed by the Department of Education to discuss the objectives of such a program. Education, health, the teaching profession, the medical profession and the churches should be represented on the Committee.

Public Examinations

Public examinations in Newfoundland have both defenders and critics. In an elaborate system of consultation, Grade XI examinations are set by the Atlantic Provinces Examining Board and marked in Nova Scotia by panels which include representatives from Newfoundland. Grades IX and X are set by a panel on which are represented teachers, Memorial University and the Department of Education. Papers are marked locally by panels of senior high school teachers.

It is argued that public examinations encourage a student to organize his work throughout the year, act as an incentive to achievement, and guaranty uniformity of standards. But the case made against them is a strong one. They place the emphasis on learning by rote, perpetuate the text-book approach, and encourage teachers to "coach pupils for examinations". The similarity of answers on examination papers indicates slavish preparation. The wide inconsistency in marks from year to year makes it clear that: there is inconsistency in the level of difficulty of papers, inconsistency in the level of achievement demanded by readers, inconsistency of policy — or lack of it — in "scaling" marks.

The Commission believes that the system tends to prevent the adaptation of the curriculum to local needs and that it

negates the art and profession of teaching. Nevertheless, it concludes that Newfoundland is not ready for the abolition of external examinations. The level of teacher qualification, small schools, meagre resources of many boards, dearth of adequate administrators, department heads and subject consultants make it impossible for schools to assume individual responsibility. In some areas, there is no practical alternative to centralized control of curriculum and standards of achievement.

It should be the goal of education administration to change these conditions so that controls might be relaxed. The end to be achieved is that all questions of professional practice should be decided by the teacher in the classroom.

Schools in some urban centres are administered by boards of outstanding competence. Such schools should be accorded a degree of independence in matters of examinations. But these functions should not be transferred to schools that are unqualified by administration, staff, program facilities and equipment.

An Accrediting Agency should be set up to establish the competence of individual boards to handle examinations. That a system of local independence cannot be applied throughout the province should not mean that it is not applied at all.

It is recommended that the marking of Grade XI examinations should be done in Newfoundland.

Scientific methods must be used to determine what changes, if any, have occurred in student achievements during a period of years if the scaling of marks is to be effective. The danger is that scaling is used on a basis of expediency.

Scholarships in Grades X and XI should be based on special examinations for the purpose and not on the regular public examinations.

The Commission concludes that the present inequality in education is the real villain and not the system of public examinations.

MINORITY REPORT

The Report of the Commission was signed by all its members. However, three Commissioners signed with reservations concerning certain parts of the Chapter dealing with the reorganization of the Department of Education. They outlined these reservations in the form of a Minority Report.

The three Commissioners agree that inherent in the Denominational System are defects that prejudice the educational opportunities of certain groups of children in certain geographical areas. They note with satisfaction that all recognized denominations have publicly stated their willingness to co-operate with each other to eliminate small schools and to share many facilities.

They take issue, however, with the proposal that the representatives of the churches be moved out of the Department of Education and the role of the churches relegated to individual advisory groups. The right of parents to educate their children in the faiths of their choosing is both guaranteed by long tradition and safeguarded by law. To tamper with this traditional right of the churches in Newfoundland, this right to formulate the policy for education, is to open the door for complete secular education.

The three Commissioners argue that the set-up, rather than the personnel, of the Council of Education is the cause of the administrative weaknesses that have been detrimental to the advancement of education. They recommend that the work of the Council come under close scrutiny. It should continue its policy-making function but should be relieved of many of the areas of administrative responsibility. Representatives on the Council appointed by the churches should be highly qualified in the teaching profession and have considerable length of practical experience. The modernizing of the Department of Education can take place within the framework of existing legislation.

VOLUME 2 – Part 1

SUMMARY

SUMMARY

In Volume 2 of its Report, the Commission outlines the role of the new Divisions and Branches of Divisions it recommends in its plan for the reorganization of the Department of Education. It describes the services it believes must be developed if the proposals of Volume 1 are to be carried out. It stresses that the fundamental requirement throughout the system is the acceptance of change.

Organization of Pupils and Teachers

The Commission studied some of the newer methods of school organization: the non-graded system, promotion by subject rather than by grade, and team teaching. It considered the contention that the traditional method of advancing pupils through the school in lock step makes no adequate provision for individual differences in the ability to learn, or differences in interests, aptitudes and needs. The newer structures, it is argued, encourage continuous progress for the child. If he is not profiting from his present position in the school, he can be moved horizontally instead of being obliged to repeat or skip a grade. A reasonable balance between success and failure can be achieved in the child's school life. The commission concluded that the non-graded system has much merit. To achieve it, several conditions must be met: relatively small classes, a wide range of instructional material (including library resources and standardized tests), additional supervisory and specialist help, and a favourable attitude and adequate preparation on the part of teachers.

The province has had some very limited experience with promotion by subject. In the experiment carried out in 1965-66, students who were promoted in the individual subjects they had passed accomplished more in the year than those who repeated all subjects. The Commission believes that the plan had many advantages.

Commissioners were impressed with the potential of team teaching. It would appear to provide a better use of specialist knowledge and skills among teachers, and give pupils an opportunity to learn from sharing with each other in small groups and by pursuing individual enquiry, as well as from lectures. Teachers would gain much from each other through co-operative planning and classroom teaching. It was recognized

that effective team teaching requires a good deal of equipment (films, tapes, records, etc.), and flexibility on the part of teachers.

The Commissioners would like to see the educators of the province experiment with these new methods and organizational patterns. The Department of Education should set up well-designed pilot projects and encourage teachers and principals to try new approaches.

Education of Handicapped and Gifted Children

The Commission has recommended that the Department of Education make itself responsible for the education of all educable children, including the handicapped. In its plan for the reorganization of the Department, it proposed the establishment of a Special Education Branch, staffed by a director and various consultants. It also suggested that an advisory committee on special education be appointed and that Memorial University, through its Faculty of Education, extend its program to train teachers for this work.

Special educational services are proposed for: the mentally handicapped, the blind and partially blind, deaf and partially deaf, physically handicapped, emotionally disturbed, socially deprived, those with speech defects, multiple handicaps, and for specially gifted children.

For dealing with exceptional children, the Commission recommends that the province be divided into six regions, and that a supervisor, responsible to the Director of Special Education, be appointed for each region to give leadership in the development of appropriate programs.

A major need is to recruit and train specialist personnel to keep step with the overall development of special education for the handicapped. It is proposed that bursaries and scholarships be provided to enable those interested to undertake the necessary training as teachers, social workers, speech therapists, etc. The Department of Education should maintain a register of handicapped children to provide liaison with the various associations and agencies concerned.

The Commission proposes that regular schools be so constructed or adapted that they can accept physically handicapped children. A special residential school should be established for the severely handicapped. Where custodial care is

required, the major responsibility should be assigned to the Department of Health.

Guidance Services

The nature of present day society and the complexity of the school system make student guidance essential. The task of building a career and solving personal problems is more difficult today than ever before. It would appear that educators in the province agree that such services are needed.

As part of the reorganization of the Department of Education, the Commission recommends the creation of a Pupil Personnel Services Branch, to include on its staff a Director of Guidance. It also proposes the development of a diploma course and a Master's degree program at Memorial University to meet the need for trained guidance staff.

What is required is a long-range plan to provide a comprehensive guidance program for all children in the province. This should include in its services: counselling, testing, information and follow-up. A supervisor of guidance should be appointed for each of the six regions defined for the purposes of special education. The objective should be one school counsellor for every 300 high school or junior high school students. One specialist may serve more pupils in elementary school.

Because he is in constant contact with students, the function of the classroom teacher is an important one. But there is urgent need for more specialists who can devote full time to guidance. Such specialists should be regular members of the staff in large schools or assigned to consolidated school boards to serve a number of smaller schools. An effective guidance program requires a team of workers, including administrators, teachers, school health personnel, specialists in psychology and psychiatry, and, most important, the support of the school principal.

Library Services

On the basis of the submissions it received, the Commission concludes there is widespread recognition of the value of school libraries. But it finds that services and facilities in the province are far below minimum standards. After visiting many of the schools, it questions whether teachers and school boards consider libraries an essential part of the educational program. In

1964-65, just over 37% of schools failed to take advantage of the existing library grant.

Using the findings of a recently completed survey of high school libraries, the Commission documents the sub-standard conditions in the province. Probably not more than 10% of schools have separate libraries functioning as such. In the great majority of these, book collections are poor both in size and range of content, and equipment and facilities are inadequate for the purpose. Of the 184 schools surveyed, only 21 employ a librarian and of these only three were full-time. In 1962-63, no school library in Newfoundland had a professional librarian on its staff.

The Commission traces the story of public libraries in the province since the introduction of the regional library system in 1942. The library system today is made up of regional libraries which serve larger towns and their surrounding villages, and branch libraries which serve only the community in which they are situated. Of the 54 libraries functioning in 1966, 38 were regional and 16 branch. About 200 additional centres were given minimal service through deposit stations. About 600 communities have no service at all.

Financial support comes from the provincial government. Under present legislation, municipal governments have no financial obligations toward libraries. Support is much below the Canadian Library Association's minimum standard of \$2.00 per capita. In 1965 Newfoundland spent only 50¢ per capita of population on libraries. The grant for 1967-68 has been increased to slightly over \$1.00 per capita. The book collection does not begin to reach the Association's standard of two books per capita in communities of less than 100,000. There are fewer than 350,000 volumes in the combined services. In 1966 there were three professional librarians in the public library service. There have never been more than five in the system.

The Commission recommended the establishment of a Libraries Branch in the Department of Education, staffed by a Director of Libraries and a Supervisor of School Libraries. And it called for an immediate program to train teacher-librarians.

The province should be divided into six regions, each to have a regional libraries headquarters and its own regional libraries board. A regional librarian should be appointed for

each area to work under the Director of Libraries, assisted by an adequate professional and clerical staff. Grants to public libraries should be increased to \$2.00 per capita for 1968-69 and further increased by 50¢ per capita per year until Association standards are met.

Each elementary and secondary school with an enrolment of 150 or more students should be required to maintain a centralized library. Each school with 250 pupils or more should appoint a full-time librarian who has had some professional training. Smaller schools should appoint a part-time teacher-librarian.

Each consolidated school district, in co-operation with regional libraries headquarters and the Libraries Branch of the Department, should develop a 10-year plan for upgrading its school libraries to meet the standards suggested by the Canadian School Library Association.

The Commission is under no impression that the standards it proposes can be reached all at once. It sees them as the goal of a long-term plan. But work on the plan must begin immediately.

Technology and Education

The Commission examines the results of recent research on the advantages and limitations of the devices now widely used in the "technological revolution in education": slides, filmstrips, films, models, radio, recordings, television, teaching machines, language laboratories, and computers. There appears to be wide agreement that, wisely used, these devices contribute significantly to a teacher's performance and provide a better quality education for all students. It is noted, however, that some educators question the extended use of technology to solve instructional problems. They believe that this will dehumanize education, degrade or replace the teacher, while there is as yet no proof that the new media will improve the quality of education.

Educational television receives the weight of attention. Among its advantages are listed: (1) enriches the school program by bringing educational experiences otherwise not available; (2) alleviates the shortage of teachers in such areas as languages and sciences; (3) brings a wider range of teaching

materials to the classroom; (4) promotes the professional growth of teachers through in-service educational programs; (5) provides increased use of top quality teachers; (6) makes it possible to use materials at the time and speed required; (7) open-circuit TV can provide cultural and recreational programs to the community as a whole.

The Commission also notes the most frequently advanced criticisms of educational television: (1) eliminates direct contact with the student; (2) may kill initiative and encourage passivity; (3) cannot be easily correlated with the particular program the teacher has designed; (4) may induce visual fatigue and nervous tension; (5) many schools not designed for its use; (6) replaces the classroom teacher. Commissioners are convinced that many of these stated limitations are based on a complete misunderstanding of the nature of educational television.

ETV has been slow to develop in Canada. The reasons often suggested include: (1) inadequate financial support; (2) unimaginative and unskilled programming and production; (3) lack of understanding of the potential; (4) the conservative nature of educators.

The Report provides an account of the use made of television in the educational systems of the various provinces. Experience in Newfoundland has been limited to an experiment carried on in one area during an epidemic which closed the schools.

The Commissioners collected data on the availability of audio-visual aids in the schools of Newfoundland. Studies were carried out to learn how many schools in the various categories possessed specific aids: radios, projectors, tape recorders, record players. With the exception of large elementary schools and regional high schools, percentages were extremely low. In small schools of up to five rooms, such aids were almost non-existent. The Commission believes that future facilities in Newfoundland schools should include television, radio, disc recordings, video and audio tape recordings, films and slides, and models.

In its Chapter on the Department of Education, the Commission recommends the establishment of an Audio-Visual Branch, containing supervisors of audio-visual aids, school broadcasts and educational television. It also proposes that an

Advisory Committee on Instructional Technology be set up and that the Committee prepare a long-range plan for the expansion of audio-visual education in the province. A centre for instructional materials should be established in each of the six regions defined earlier. The Department of Education should appoint a consultant on instructional materials in each region to supervise the operations of the centre and provide school boards and schools with information and guidance. Large boards and schools, however, should themselves develop the instructional materials of the highest value to their teachers. School buildings should be planned with a view to making effective use of instructional technology.

The Commission is convinced that the success or failure of the new media in the schools largely depends on the attitude and preparation of the classroom teacher. For this reason, it recommends that the Faculty of Education at Memorial University offer credit and non-credit courses in audio-visual education.

School Supervision

A theme which runs through the Report is the Commission's concern for the development of leadership within the educational system. The role of the supervisor in improving the quality of teaching and learning is seen as vital. The main functions of a supervisor are considered to be:

consultation: to make available to teachers a wide variety of consultative services to help increase their knowledge of both subject matter and teaching methods.

motivation: to stimulate teachers to do better work

evaluation: to assess the educational program as a whole and the performance of the individual teacher.

program

development: to initiate improvement in the curriculum.

Under the present policy, different aspects of the supervisory function are carried out by: school principals, supervising principals, board supervisors, supervising inspectors, and assistant superintendents of education. The system is both cumbersome and ineffective.

The Commission points to several weaknesses. A basic difficulty is that each supervisor must discuss professional matters with the various denominational superintendents, although the Deputy Minister is his administrative superior, makes all decisions concerning his employment, and is the person to whom he reports. There is no authority vested in the supervisor and there are no clear-cut lines of authority through which he can see that his recommendations are followed. His reports are merely suggestions to the superintendents involved and the school boards.

The status of the supervisor has been reduced by the placing of the regional high schools in his district under the care of the supervising principal and his assistant. The supervisor is left to deal with the many small schools in the area, staffed with the least experienced and most poorly trained teachers. This is a heavy load. And it means that the supervisor loses professional contact with the better, more experienced teachers in his district. He is poorly paid, lacks office space and facilities, is burdened with clerical work, and conscious of his inferior position in the system.

The Commission's recommendation for larger administrative districts would result in both a centralization and a decentralization of educational administration in the province. There should be a decentralization of authority from the Department of Education to large consolidated boards, and a centralization of authority locally in these boards.

The overall responsibility for the conduct of schools should rest with the consolidated board and the director of education employed by the board. The director should provide leadership in planning and evaluating the educational program and should develop and implement a program of supervision in its broadest meaning. He should have a staff of specialists and clerical personnel, its size to depend on the enrolment in the district. He should also be assisted by a business manager responsible for budgeting, purchasing, property management, and other business matters.

The Commission favours a unitary-control plan, with the business manager, the various supervisors and consultants, and the school principals reporting directly or indirectly to the director who is the chief executive officer of the board.

The goal is to make each school unit of a sufficient size to permit the appointment of a principal who will be employed full-time in an administrative and supervisory capacity. The principal will have responsibility for program development at the school level and will work with the director in evaluating the program.

The Commission recommends the appointment of a Chief Supervisor in its proposals for the reorganization of the Department. It believes that the supervisory staff should include six regional supervisors who will carry out chiefly inspectoral duties. They would report on the efficiency of each school system to the Chief Supervisor, and provide expert advice for the directors of education. Each regional supervisor should have a central office and adequate clerical assistance. Salaries in the supervisory services should be commensurate with leadership responsibilities.

The Commission sees the lack of qualified people as the chief obstacle to the implementation of its plan for supervision. It is convinced that immediate action must be taken to discover the most able young people in the profession and train them for effective leadership. Grants may have to be provided for training outside the province. But it is proposed that the Faculty of Education at Memorial University expand its graduate program to meet the need.

School Transportation

The Commission arranged for a special study of the school bus situation in the province. With the growth of regional and central high schools, and with the service extended to some small all-grade and elementary schools, the size and cost of the total operation has risen greatly in the past ten years. In 1965-66, 14,600 students were transported at a cost of over \$1,188,000.

Information received in answers to a lengthy questionnaire sent to all school boards is disturbing in several ways. A very wide range in the unit cost of pupil transportation in bus contracts is disclosed, but no apparent basis for the variations in charge. Considerable duplication in service is found resulting from the presence of schools of different denominations in an area. Safety precautions are judged to be most inadequate, both as to inspection of vehicles and policies - or lack of them - in the selection and training of bus drivers. Commissioners gained the

impression that there is far too little concern about practices followed in the operation of bus services.

School buses in the province are privately owned and contracted to school boards. The Commission takes no firm stand in the long argument concerning the relative merits of private and board ownership. It notes, however, that co-curricular activities are greatly handicapped because contracts do not place the bus and driver at the disposal of the schools at off-hours. There is some evidence that if a school system is large enough to use a minimum of 10 buses, a board can operate as cheaply as a private contractor. Should Commission recommendations for board consolidation be implemented, it is suggested that a detailed study be made of the issue of bus ownership.

The Commission recommends that the bus operation be consolidated at the Department of Education under a Director of School Transportation who would have authority to systemize the whole enterprise in the province. Present bus transportation regulations should be amended to guarantee proper inspection of buses and proper selection, training, and periodic examination of drivers. It is proposed that a handbook be prepared and widely distributed outlining the responsibilities of the Department of Education, school boards, principals, teachers, pupils, bus drivers and parents in the matter of school transportation.

School Buildings, Facilities and Maintenance

The Commissioners visited schools throughout the province and also gained much information from a survey conducted in 1965 by the provincial Department of Health. From 35% to 45% of schools were found to have major defects, such as leaking roofs, unsatisfactory lighting, poor ventilation, and inadequate heating. Isolation and the difficulty of introducing new ideas to remote areas are seen to be at the root of the situation.

At present the Department of Education has no regulations for school construction, no building code and no formulae for estimating costs. The Commission is convinced that if millions are to be spent on school construction some machinery should exist for making sure that full value is received for the money. If Commission recommendations are carried out for the

broadening of curriculums and the introduction of new teaching methods, it will become necessary for principals and other professional educators to have a large part in the planning of future schools.

The Commission sets down some guidelines which it hopes will be useful to those charged with the responsibility of compiling a school building manual. It makes specific recommendations in the following aspects of school construction: the school site, heating, plumbing, lighting, ventilation, acoustics, fire safety, specialized equipment and classrooms, recreational facilities and school cafeterias.

The main point made is that there should be careful and systematic planning by board and staff to make sure that money is well spent, that all essential facilities are provided and that buildings are flexible and adaptable enough to meet unforeseen changes in the educational program.

The Commission recommends the establishment of a School Building Planning Committee in each consolidated district. These committees should make recommendations for the location, structure, renovation and repair of school buildings. They should seek expert advice from local architects and the staff of the School Design and Construction Branch of the Department.

The development of a school building manual for distribution to school boards and those associated with school planning is seen as essential. The School Design and Construction Branch should promote a limited number of experiments in school design each year to be linked with research in new teaching aids and new curriculum.

It should also make available to school boards a selection of "standard plans" for schools up to ten classrooms.

The Commission urges that more attention be given to school maintenance, particularly in smaller communities. It recommends that consolidated school boards develop a program for maintenance for all schools in their districts in accordance with the standards suggested in the school building manual.

Research and Education

Educational systems everywhere face complex and persistent problems. Developments in society, the technological revolution and the rapid growth in knowledge make it necessary for the school to prepare children for a future that is largely unknown. The question is what changes must be made in education to meet the changes in society. How can educators bring about desirable change? Answers can be found only through orderly and continuous research. The whole educational system must be constantly evaluated and improved if it is to meet the challenge of the times. Several kinds of research are necessary to educational progress: fundamental research to expand the frontiers of knowledge without major concern for the social use of its discoveries; applied research to evaluate present practice and improve it; experimental projects in laboratories or special classes; field projects in regular classes.

Educational research has been deficient in Newfoundland for several reasons: a severe shortage of adequately trained research workers in the field; indifference, if not hostility to research on the part of many educators; lack of financial support.

The Commission is convinced that a special research and development organization is necessary in the province to initiate and assist in the process of innovation in education. Such an Institute should be independent both of the Faculty of Education and the Department of Education. It should be governed by a Board representative of these and other concerned bodies. The Commission regards this independence as most important. A research organization whose function it is to examine major problems must be neither a supporter nor an opponent of the status quo. The Institute should operate through a full-time staff, part-time research workers and research assistants.

The provincial government has already designated \$100,000 for educational research. The initial grant should be raised to \$200,000 and the amount should be increased until the provincial contribution approaches 1% of the total expenditure on education. Contributions may also be expected from the federal government, foundations, business and industry, education organizations and agencies. The Institute should concentrate

on: surveys for policy-making, educational testing, forecasts for planning, experimental and developmental work, field projects and the dissemination of its materials. The Institute would co-operate with bodies conducting research in other provinces. It would compile a complete record of research being done by others and would make reports and summaries available to local educators.

Further Education

The Commission subscribes to the view that education must now be thought of as a life-long process. Knowledge and technology have expanded to such a degree in the past few years, and life has become so much more complex socially, politically, economically and morally that elementary and secondary education can provide no more than a foundation. Further education must build on that foundation. "Further education" is used in the Report to mean all education provided outside the regular elementary and secondary school system.

The Commission looked at the activities of major institutions of further education in the province: Memorial University, the College of Trades and Technology, and the College of Fisheries. But it directed its major effort to a study of the development of the community college across Canada. It examined the varying structures and purposes of these post-secondary institutions in British Columbia, Alberta, Ontario and Quebec. As a result of this investigation, the Commission is convinced that the two-year regional college, adapted to local needs, is the best means of assuring an adequate program of further education in the province.

This conclusion was based on the following considerations. The failure rates in the first and second year at Memorial University are higher than at any other Canadian university. Apparently this situation is caused by: (1) inadequate preparation of students in basic subject areas; (2) transition from the small high school to the university; (3) registration of students in courses for which they have neither interest nor ability; (4) immaturity of students. The problem is seen to be one of providing quality educational programs for those seeking post-secondary education who do not have the ability or desire to do a university degree, or who wish to do vocational training, and for adults who want to continue their education in leisure time.

The recommendation is that the provision of further education should be organized on the basis of the six provincial regions already defined. A two-year college (or colleges) should be established in each region to serve one or more of the following functions: (a) to provide a program for students who have the qualifications and desire to transfer to university after two years; (b) terminal courses for those who wish to continue their general education for two years beyond high school; (c) terminal courses in vocational education; (d) continuing education for adults.

The program offered in the college should be determined by local needs. The Commission suggests that colleges in St. John's should carry the transfer, the general terminal and the continuing education programs. A college recommended for the West coast (Corner Brook and Stephenville) should carry all four courses. At present colleges in the four remaining regions should provide the three other courses, but should not undertake the transfer programs.

Colleges giving the university transfer course must be affiliated with Memorial University, and the staff appointed to teach such courses in the regional colleges should be approved by the University. Most degree programs should require three years at the University in addition to the two years at the regional college.

The Commission would like to see one campus established for the College of Trades and Technology and the College of Fisheries. A pattern for this might be seen in the Colleges of Applied Arts and Technology in Ontario.

School boards, in collaboration with the Department of Education, should feel themselves responsible for offering all adults the opportunity to complete their elementary and secondary education. Schools should be made available for educational and recreational use after school hours.

A detailed study should be undertaken to determine the feasibility of establishing a residential adult education centre at Harmon Field.

VOLUME 2 – Part 2

SUMMARY

REPORT OF THE ROYAL COMMISSION ON EDUCATION AND YOUTH

SUMMARY

Financing Education

In this section, the Commission expresses its educational objectives in concrete financial terms.

The Report provides a brief account of the financing of education since the principle of equalization was incorporated, during the 1920's, into programs of state support for education in the United States. This marked the introduction of the now widely accepted concept of the "foundation" program in school systems. It was pointed out that Newfoundland still has not a foundation program which includes a systematic provincial-local partnership.

The Commission examines past and present methods of supporting education in the province. Newfoundland school boards depend very largely on provincial support and to a very small extent on local taxation. In 1964, 86.6% of school financing came in the form of provincial grants, 1.8% from local taxation, 4.6% from fees, and 7% from other sources. This provincial-local relationship is entirely out of line with practice in other provinces. Prince Edward Island, with 55.8% of its educational financing coming directly from its provincial government and 42.1% from local taxation, constitutes the closest approach in Canada to the Newfoundland situation.

The key to Newfoundland's special position is to be found in the historical concern of Newfoundlanders for the ownership of property and the fact that, in consequence, property taxation has developed to a very limited extent in the province.

The Report draws three conclusions:

- 1) It would not be a great step financially for the province to absorb the complete costs of public elementary and secondary education.
- 2) The non-utilization of the property tax in support of education means that the province will have to impose substantially higher taxes in other fields if the program recommended by the Commission is to be implemented.
- 3) Under the present financial system, it is going to be very difficult to develop a systematic equitable basis of local

support for either a basic uniform program or for supplements to such a program.

Directions in Other Provinces

Following a detailed study of financing methods in other provinces, the Commission concludes that the similarities in their present approaches are more significant than the differences. Several features of these programs have a bearing on the situation facing Newfoundland.

1) All nine provinces have moved or are moving toward larger units of school administration and the development of better administrative apparatus in their Departments of Education.

2) All, in varying degrees, are developing a more systematic budgetary process, including controls and auditing, at all levels.

3) All are striving to provide a minimum program throughout the province, variously called a "foundation", "basic" or "assigned" program.

4) All continue to use real property as a major source of financial support for the public educational program.

5) All provide, in varying degrees, for equalizing the local tax burden in support of the foundation program.

6) Some provinces are still disposed to regard capital expenditures as primarily a local responsibility; but there is a growing tendency to consider them in a similar way to operating expenditures for purposes of equalization.

7) All provinces permit or encourage local supplements to the foundation program at local expense.

Statement of Principles

The Commission drew up a list of basic principles from which its specific recommendations flow:

1) It is the responsibility of the provincial government to see that a high standard of elementary and secondary education is available to all children in the province. The level and quality of education cannot be left to depend on the economic circumstances of a local community. If the province does not

have the financial resources then it is the responsibility of the federal government to see that these resources are made available.

2) The plan for financial support should provide opportunity and encouragement for the development of a degree of local responsibility in education.

3) The financial program should assure reasonable equity for all taxpayers of the province.

4) Financial provisions should encourage efficient organization and operation of school districts and schools.

5) The program should emphasize continuous evaluation and long-range planning.

The Amount of Money

The Commission attempts projections of the amount of money needed for elementary and secondary education if its recommendations are implemented. It places the highest priority on its proposals for the reorganization of the Department of Education and the consolidation of school boards. It realizes that a long-term program of implementation will be necessary for improving the qualifications of teachers, centralizing school buildings, reducing pupil-teacher ratios and extending audio-visual and library facilities. The rate at which its major recommendations are implemented will be the major factor in determining the amount of money required for any one year in the future.

A total of \$42 million has been allocated by the provincial government for elementary and secondary education in 1967-68. The Commission estimates that a total of \$67 million will be required in 1971-72 to cover the cost of existing programs formally approved and of new programs which should be introduced in the projection period. This means an increase of \$25 million over the period. A portion of the funds for the increase would result from normal increase in provincial revenues, including increase in equalization payments from the federal government. The remaining portion must result from increased rates of taxation in various provincial fields, the imposition of new provincial taxes and possible borrowing for educational purposes by the provincial government.

The Commission surveyed spending on education in other provinces because it believed that this greatly affected Newfoundland. The province cannot hope to attract and retain teachers unless it offers competitive salaries. It cannot develop the full potential of its resources or generate industrial expansion in competition with other provinces if it offers an inferior educational program.

Data indicate that expenditures on elementary and secondary education in Newfoundland are considerably lower than the national average in Canada.

The Commission makes it clear that it is not suggesting the "national average" of expenditure on education as the ultimate goal of Newfoundland. There should be an education program at least as good as that in the wealthiest provinces.

Raising the Funds

The Commission does not feel that it should attempt to instruct the government on raising the funds to implement the program since the money it spends on education must come from the common provincial pool, used to finance all provincial services. Some guidance and comments are offered on a few areas of particular relevance to education.

Property tax

1) A property tax would give the province another major revenue source to help it meet the severe pressure on it to finance its rapidly expanding services and development programs.

2) A province-wide property tax base would provide the logical source of revenue for financing local supplements to the foundation program since it can readily be used within any local boundaries.

The Commission admits that the property tax is not a particularly desirable one because it is not closely related to the ability to pay as measured by income. But it estimates that this tax would raise approximately \$7 million additional money. To raise a similar additional amount, the rates of existing taxes would have to be increased enormously. The Commission concludes that the provincial government must greatly extend the use of the property tax in the province.

Poli tax:

The fundamental objection to this tax is that it is inequitable because the amount of the tax is fixed and therefore bears more heavily on the poorer taxpayer than the richer. The practical objection is that the tax is extensively evaded. The Commission believes that limited use only should be made of the poll tax as a source of revenue for education.

Other provincial revenue sources:

Consideration should be given to the possibility of extending tax bases, increasing tax rates, improving legislation to eliminate unintended tax avoidance, and improving administration to eliminate illegal evasion.

Revenue from the retail sales tax might be substantially increased by extending it to retail services rather than confining it to commodities. A comprehensive study should be made to determine if rates of provincial taxes on corporate and personal income should be increased.

Borrowing:

If the Commission recommendation that the government assume complete responsibility for both capital and operating costs of the foundation program is adopted, most borrowing will be done by the provincial government on its own account. To the extent that local borrowing is necessary, the Commission commends the government's new practice of itself borrowing all funds on the market and making them available to localities, in this case, school districts.

The principle should be widely recognized that expenditure on education is investment in "human capital". Once this is acknowledged, long-term borrowing to finance educational expenditures becomes legitimate.

The federal government as a source of revenue:

Newfoundland cannot provide an educational program comparable to the national average without imposing much heavier tax burdens on its citizens than citizens bear in wealthier provinces. The provincial government should exert all its influence to persuade the federal government to increase its equalization payments to enable low-income provinces to provide a high level of service in vital areas such as education, health and welfare.

Three federal agencies are examined as a possible source of funds for education: The Atlantic Development Board, ARDA (The Agricultural and Rural Development Act), and FRED (Fund for Rural Economic Development).

The Commission is convinced that improvement in the level of education is a basic ingredient in fulfilling the purposes of all three bodies. Nevertheless, the Atlantic Development Board appears to be the one agency likely to allocate funds specifically for education. ARDA and FRED are aware of the economic importance of education, but so far no assistance to education has been granted by federal rural economic development programs. Where school construction has been part of a total ARDA program, the provincial government involved has paid for that segment of the operation. The Commission suggests, however, that if funds could be obtained from the Atlantic Development Board, requests to ARDA might conceivably be granted.

Distributing the Funds

Attention was given to the inequalities in expenditure for education within the province. In 34 selected districts, in 1960-61, expenditures per pupil in average daily attendance varied sharply: from \$108.45 to \$215.23 in urban districts; from \$80.15 to \$125.74 in urban rural districts; from \$54.11 to \$96.84 in rural districts; and from \$54.11 to \$213.34 overall for all 34 districts. The answer appears to be that the poorer communities cannot take full advantage of the provincial grant system. A policy meant to produce relative equality does not achieve that result.

Provincial funds are available for all districts to hire the most qualified teachers without additional revenues from the local community. Such teachers, however, do not want to go to communities which lack social amenities, even at an equal salary and with the additional bonus.

Matching or percentage grants operate against the poor community. Sharing with the province on a 60-40 or a 70-30 basis may mean easy participation for some districts, financial hardships in others, and impossible burdens in still others.

Capital grants are based on fixed total annual grants distributed according to denominational population. They may restrict building where it is most urgently needed or force

boards to borrow funds against receipt of their share of grants in the future. In 1962-63, total provincial and local expenditures on capital costs were more than double the province's contribution. This indicates the burden of financing borne by local school boards responsible, under the Education Act, for the building of schools. This method of distributing funds for construction should be replaced by a policy based on the needs of all children in the province without regard for geographical region or denominational affiliation.

A major reorganization of the grant system is needed to meet the objectives of the Report. The following are the main proposals:

- 1) The provincial government should assume full responsibility for financing a basic program of elementary and secondary education throughout the province.

- 2) The foundation program regulations should contain a set salary scale for teachers and administrators; amounts for administration, maintenance and supplies based on a certain rate per pupil or teacher, or a certain percentage of other expenditures; amounts for transportation varying with the number of pupils and types of roads; amounts for capital costs according to a formula worked out for the various classifications of schools.

- 3) Amounts used in the foundation program should be revised regularly.

- 4) The foundation program should be financed by general provincial revenues. A real property tax, to be collected throughout the province on a uniform rate on equalized assessment, would help provide funds for the foundation program.

- 5) A school board could provide supplements to the foundation program by levying additional tax on its ratepayers. Supplements to the salary would not be permitted.

- 6) Each consolidated school board should submit an annual budget to the Department of Education for approval, using the scale of grants contained in the foundation program.

The Commission also stresses the importance of much improved accounting practices in school boards and advocates the engaging of competent, independent auditors.

Priorities in Spending

The payment of maintenance stipends ("salaries") to students in the upper years at Memorial University, and ultimately to all students, may be a laudable long-term goal, but the Commission believes it is premature in the province's present financial circumstances. This should be replaced by a comprehensive program of scholarships, bursaries and loans. It is also proposed that the \$1.50 per pupil per month now paid as a subsidy to parents should be discontinued and channelled in the proposed foundation program.

The Commission would like to see the province provide a "one-time" grant to pay a portion of the debt boards have incurred in constructing new schools.

Opportunities for Youth

In August of 1966, a Special Commission on Sports and Youth Activities was appointed to carry out an investigation into the problems of youth in the province with a view to making recommendations to the government. In December 1966, the Commission presented an Interim Report dealing primarily with sport and physical recreation. The activities of the Special Commission have meant that the Royal Commission on Education and Youth has confined itself chiefly to the first section of its original task.

The Warren Commission, however, has some recommendations to make.

It proposes the establishment of a fifth major Division in the Department of Education, the Division of Recreation and Youth. This it suggests as preferable to the creation of a Department of Youth in the provincial government. This Division should be the liaison between the government and the voluntary groups engaged in recreation, sport and youth work. It should be responsible for the distribution of all government grants in this field.

Regional directors of recreation and youth should be appointed for each of the six regions recommended for other educational purposes.

Wherever possible school facilities should be so planned that community recreational and cultural use may be made of them. Adequate policies as to the financing, supervision and maintenance of these facilities should be worked out by the school board and other groups concerned.